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CITIZENS LEAGUE REPORT ON COMMUNITY COLLEGES FOR THE TWIN CITIES AREA.

CITIZENS LEAGUE, MINNEAPOLIS, MINN.

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A COMMITTEE OF THE CITIZENS LEAGUE RECOMMENDS THAT THE MINNESOTA STATE LEGISLATURE ESTABLISH COMPREHENSIVE "COMMUNITY" COLLEGES TO REPLACE THE PRESENT PARALLEL AND UNCOORDINATED DEVELOPMENT OF VOCATIONAL-TECHNICAL POST-HIGH SCHOOLS AND JUNIOR COLLEGES, THE FORMER OFFERING NO ACADEMIC COURSES AND ONLY THE LATTER PROVIDING TRAINING IN THE SEMIPROFESSIONAL, TECHNICAL, AND UNDERGRADUATE FIELDS. THIS COMPLETE SEPARATION OF INSTITUTIONS HAS SERIOUS DRAWBACKS, AMONG THEM LACK OF OPPORTUNITY FOR STUDENTS OF LOW ABILITY, DUPLICATION OF PHYSICAL FACILITIES IN THE SAME NEIGHBORHOOD, AND NO CHANCE FOR STUDENTS TO CHANGE CAREER GOALS. THE VOCATIONAL SCHOOLS ARE NOW UNDER THE LOCAL SCHOOL DISTRICTS AND THE JUNIOR COLLEGES ARE UNDER THE STATE JUNIOR COLLEGE BOARD. THE COMMITTEE THEREFORE SUGGESTS THAT A NEW BOARD BE FORMED, RESPONSIBLE FOR THE COMPREHENSIVE INSTITUTIONS. THESE COULD THEN PROVIDE THE BROAD RANGE OF VOCATIONAL, TECHNICAL, AND ACADEMIC CURRICULA NECESSARY TO MEET THE NEEDS OF ALL HIGH-SCHOOL GRADUATES. (HH)

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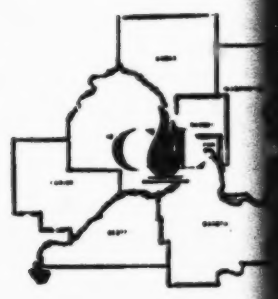
Citizens League Report



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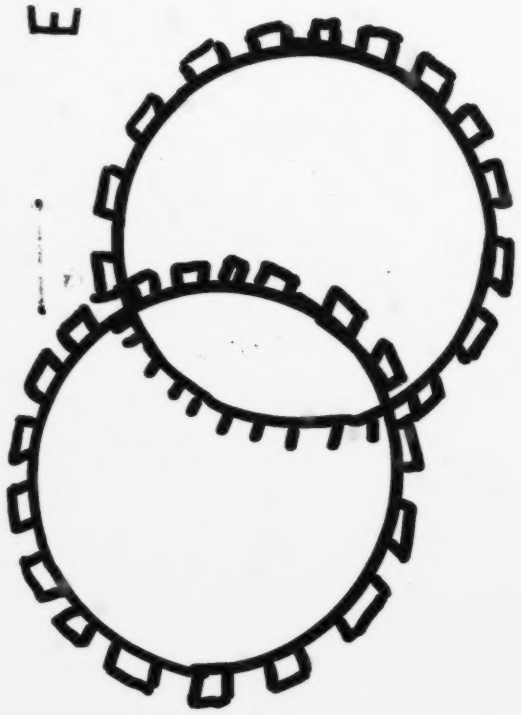

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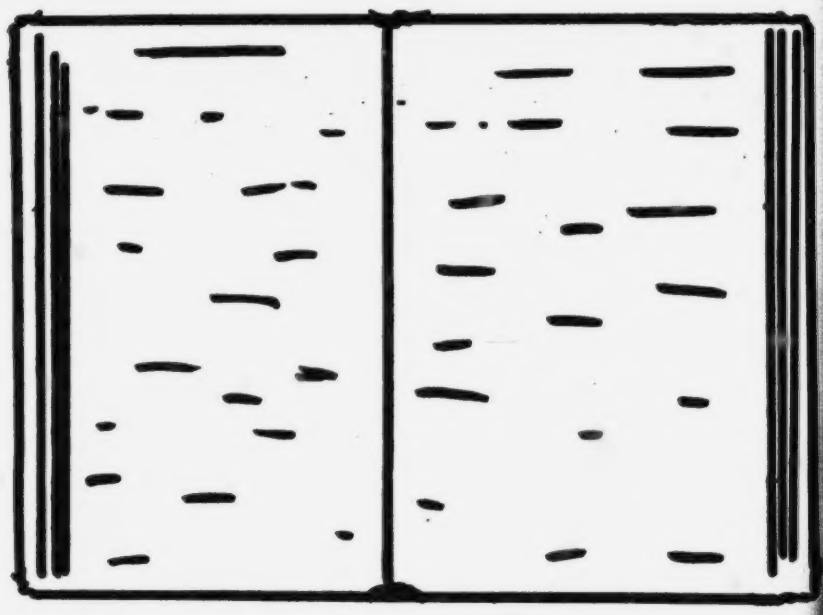

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ABOUT THE CITIZENS LEAGUE . . . .

The Citizens League is a non-partisan, independent educational organization of 3,600 members, founded in 1952, and dedicated to the improvement of local government in the Twin Cities area.

Citizens League reports, which provide assistance to public officials and others in finding solutions to complex problems of local government, are developed by volunteer research committees, supported by a fulltime professional staff.

Membership is open to the public. The League's annual budget is financed by annual dues of $10 ($15 for family memberships) and contributions from more than 600 businesses, foundations and other organizations.

CITIZENS LEAGUE

REPORT ON

COMMUNITY COLLEGES FOR THE TWIN CITIES AREA

Approved

Citizens League Board of Directors

June 28, 1967

Citizens League

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Minneapolis, Minnesota 55402

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TABLE OF CONTENTS

	Page
Summary of Recommendations	1-2
Introduction	2
Findings and Conclusions	3-9
Recommendations	10-12
Scope of the Report, Committee Membership Committee Activity	13-14
Background	14-20
Discussion of Recommendations	21-26

Citizens League
545 Mobil Oil Building
Minneapolis, Minnesota 55402

TO: Citizens League Board of Directors

FROM: Post-High School Education Committee, John W. Windhorst, Chairman

SUBJECT: Non-Baccalaureate Post-High School Education in the Metropolitan Area

SUMMARY OF RECOMMENDATIONS

This report is concerned with the adequate provision of public post-high school education of less than a four-year, or college-degree, duration in the Twin Cities metropolitan area.

We recommend that the State Legislature establish comprehensive institutions for non-baccalaureate post-high school education in the metropolitan area. Such comprehensive institutions would be established in place of the parallel and uncoordinated development of junior colleges and post-high school vocational-technical schools. The comprehensive institutions would not be identified as either junior colleges or vocational-technical schools but by a new name, such as a "community college," to properly reflect their role.

The State Junior College Board would be superseded by a new board which would be responsible for the comprehensive institutions. Junior colleges would be re-identified as comprehensive institutions and be empowered to offer post-high school courses such as are now offered in vocational-technical schools, plus a broad range of courses designed to meet the needs of all post-high school youth, whatever their academic abilities or interests. Neither junior colleges nor vocational-technical schools fulfill this role today. Vocational-technical schools now are operated by local school boards. A local school board could, upon mutual agreement with the new state board, provide for transfer of its post-high school vocational-technical program to the new state board. This would be particularly encouraged in the Twin Cities metropolitan area and other parts of the state where junior colleges and vocational-technical schools are located near each other. Additional post-high school vocational-technical schools as such would not be established. Courses which would have been offered in additional schools would be offered in the comprehensive institutions.

The new board which will be in charge of the comprehensive institutions must be adequately representative of the vocational-technical as well as the academically-oriented interests. This could be accomplished by requiring the governor to appoint, say, three members from a list of potential appointees submitted by the Minnesota Vocational Association, three from a list of potential appointees submitted by the Association of Minnesota Colleges, and three from the public at large.

The unified, comprehensive institutions would have an open door policy, accepting all high school graduates. Some course offerings within the comprehensive institutions, such as certain technical courses, undoubtedly would have additional requirements for admissions. But these restrictions would be applied after a student is admitted to the institution, not before. Some non-high school graduates who meet specified requirements would also be admitted.

A student entering a comprehensive institution would be counseled and assisted to find the types of courses best suited for his needs. The institutions

would be empowered to provide whatever post-high school educational programs of less than a college degree are needed to prepare youth for future employment and coping with changing job demands. They would be ideally suited for providing such programs as training engineering technicians, a field which currently has major shortages of qualified personnel.

The report is being issued to stimulate possible interim activity in the field of non-baccalaureate post-high school education before the 1969 Legislature meets and to encourage conversations between leaders in the vocational-technical and academic fields so that the 1969 Legislature can take action which has broad support.

INTRODUCTION

In the fall of 1966, approximately 114,000 Minnesota youth were enrolled in some type of post-high school education, according to best available estimates. This includes all public and private colleges, universities and vocational schools. The figure represents about 46 per cent of the total number of youth between 18 and 21 years of age in Minnesota.

The number of youth between 18 and 21 years of age in Minnesota is estimated to increase by approximately 85,000 during 1965-75 decade. The growth in number of youth in this age category will be much greater in the Twin Cities area than in the rest of the state. Of the increase of 85,000, approximately 70 per cent will be in the Twin Cities area.

The Minnesota Higher Education Coordinating Commission is in the beginning stages of a comprehensive enrollment study which is intended to determine, among other things, the extent to which expansion plans of existing institutions will be adequate to meet the increased demand for post-high school education. This will be the first time that an overall attempt has been made to answer this question. In the past the existing institutions have individually made their own projections of future enrollments.

Because the study by the Higher Education Coordinating Commission has not been completed, our committee has not expressed an opinion on the general question of the adequacy of plans for meeting future enrollments. We were made clearly aware, nevertheless, that there is a general lack of long range planning for post-high school vocational education and its relationship to the education now offered in junior colleges.

FINDINGS AND CONCLUSIONS

1. Uncoordinated post-high school non-baccalaureate education

The separation of post-high school non-baccalaureate education into two distinctly separate uncoordinated systems in Minnesota constitutes a serious drawback to the realization of the best possible educational opportunities for our youth. The two systems are the junior colleges and the vocational-technical schools, both of which are designed to provide post-high school education of less than a four-year or baccalaureate level. The responsibility for junior colleges lies with the State Junior College Board, which is charged under state law with developing a statewide network of two-year institutions. The responsibility for providing post-high school vocational-technical education lies with the local school districts which may, if they wish, petition the State Department of Education for permission to operate vocational-technical schools.

Specifically, we find the following shortcomings of the separate, uncoordinated development of junior colleges and vocational-technical schools:

(a) Denial of opportunity--It is the official policy of the State Board of Education that instructions in vocational-technical schools shall be designed to prepare individuals for employment in specific occupations and that all courses shall be geared to preparing students for specific occupations. If a local school district were to offer other courses in its vocational-technical school not related to job training, such as academic-type courses in political science and sociology, it would receive no aid for such courses from the State Board of Education. This policy has had the effect of denying students in vocational-technical schools the opportunity to take non-vocational courses. It assumes that a student would not be interested in or benefit from such courses. Correspondingly, students in junior colleges have been denied the full opportunity to enroll in courses such as are offered in vocational-technical schools. The State Junior College Board is charged under state law with providing training in the semi-professional and technical fields as well as undergraduate academic programs. It has been hindered in full development of the non-academic programs, however, because of lack of funds and because of a difficulty in identifying which phases of vocational-technical education should be reserved for area vocational-technical schools and which for junior colleges. The threat also exists that with two separate types of institutions, certain educational opportunities may not be provided by either junior colleges or vocational-technical schools, such as opportunities for high school graduates of low ability.

(b) Duplication of effort--Parallel efforts are under way to provide substantial expansion of junior colleges and vocational-technical schools in the Twin Cities area and statewide. Unless these parallel efforts are checked, junior colleges and vocational-technical schools will be located in the same vicinity of each other but on separate campuses, with duplication of cafeterias, libraries and so forth. Similar, competing programs in junior colleges and vocational schools may result in underenrollment in one or both types of institutions rather than adequate enrollment in one. This would constitute an unnecessary duplication and resulting waste of public funds. The State Junior College Board has established or is proposing new junior colleges in or near the downtown areas of Minneapolis and St. Paul, where vocational-technical schools already are located. A

new vocational-technical school just outside of Anoka, which will open next fall, will be no more than ten minutes by freeway from a new junior college in Coon Rapids. A new junior college is opening in Bloomington in the fall of 1968. School districts in this area are planning a vocational-technical school, too. Almost without exception, the general area of need for a junior college also can be identified as an area of need for a vocational-technical school.

The State Legislature has no means of controlling or coordinating this parallel development. The Legislature approves and provides funds for all junior college construction but not for construction of vocational-technical schools. Construction costs of vocational-technical schools are assumed by local school districts, but the vast majority of the construction costs are retrievable through state reimbursement for educating non-residents of the local districts. Also, the Legislature finances the bulk of the operational costs of vocational-technical school once it is established.

(c) A "class" system of post-high school education--Separate development of junior colleges and vocational-technical schools tends to produce a "class" system of education, with vocational-technical schools subordinated to junior colleges. Persons who might be particularly suited for certain vocational-technical training may shy from enrolling in a vocational-technical school because of its reputation as being a "trade school" rather than the more prestigious "college." One suburban high school counselor said that many students who should be enrolling in post-high school vocational programs are pressured by parents to attend junior colleges, which do not offer these programs, but offer more status. On the other side, some students who enroll in vocational-technical schools may want to take junior college-type courses, but may decline to enroll in a junior college because of the traditional identification of the institution with college degree-type education.

(d) Job changes in the future--A study by the U. S. Department of Labor indicates that the average 20-year-old man in the work force today can be expected to change jobs about 6 or 7 times during his remaining working life. Young people must be trained not only for specific jobs but to provide them with a sound general education to equip them for job changes. Technological changes create new jobs and make old jobs obsolete. Such general education is not available to students in vocational-technical schools.

(e) Admissions--Vocational-technical schools admit only those applicants who, in the opinion of the admissions officials, would appear to profit from such training. Last year only 42 per cent of the applicants to the Minneapolis Area Vocational-Technical School were accepted. Junior colleges are open-door institutions and admit all high school graduates who apply. Undoubtedly, there are certain course offerings in an area vocational-technical school for which certain students would not be qualified. Nevertheless, a student seeking admission to an institution for post-high school vocational-technical training should be accepted to the institution, though perhaps not for the specific occupational training he may desire. The important point is that the applicant be accepted to the institution so that he has the fullest *opportunity* for post-high school education and not be rejected outright because he may not be qualified for a specific course program. Once admitted, he will receive counseling to assist him in choosing the program which suits him best.

(f) Choice of vocation--A student should not be forced to decide on his life's work at the time he enrolls in a post-high school institution. At the present time an applicant to a vocational-technical school, at the time he is admitted, must have an occupational objective which is a matter of record and all his course work is specifically directed to this objective. Many students may well choose to have a specific objective upon enrollment and follow through with specific course offerings to this end. But a student should not be *forced* to make his choice at this time. Students in junior colleges have the opportunity to delay selection of their occupational objective, enrolling in the meantime, in general education courses.

(g) Tuition differences--According to state law vocational-technical schools shall provide free tuition for students under 21, while junior colleges shall charge tuition which is not less than the tuition in state colleges. This difference in tuition has had the effect of making education in vocational-technical schools more suitable for students from low income families. A student should have an equal right to take either academic-oriented or vocational-oriented courses or both without any built-in financial incentive for him to take one type of course rather than another.

(h) Coordinated long-range planning--Coordinated long-range planning for post-high school non-baccalaureate education in the Twin Cities area is virtually an impossibility under the present fragmented system. The extent and limits of various types of courses for the different institutions are difficult to identify. Assignment of new responsibilities, such as the emerging need for more engineering technicians, is very difficult. (The Minnesota Higher Education Coordinating Commission is beginning a comprehensive study of the structure, programs and activities, personnel and physical resources, and costs and finances of higher education in Minnesota.)

2. Dramatic expansion needed for post-high school vocational programs

The Twin Cities area needs a dramatic expansion of publicly-supported post-high school vocational-technical programs. The existing mechanisms for providing post-high school vocational-technical programs have been wholly inadequate to meet the needs of this area. Specifically, we find as follows:

(a) Number of metropolitan public vocational-technical schools--During the 1966-67 school year a total of 24 vocational-technical schools were in operation, only two of which were located in the seven-county Twin Cities area. They were the Minneapolis Area Vocational-Technical School and the St. Paul Area Technical-Vocational School. A third metropolitan area vocational-technical school is scheduled to open this fall just northwest of Anoka.

(b) Enrollment of metropolitan area residents in public vocational schools --As of October 1966, the 24 vocational-technical schools had a post-high school enrollment of 6,758, of which approximately 26 per cent were residents of the metropolitan area. Almost 50 per cent of the state's population is from the metropolitan area. Almost all of the metropolitan area residents attending vocational-technical schools were attending the Minneapolis or St. Paul institutions. A survey by the Citizens League of 1965-66 enrollments in outstate vocational-technical schools revealed only

about 1.7 per cent of the total outstate enrollment was made up of students from the metropolitan area. Private trade schools do not appear to be enrolling significant numbers of residents from the Twin Cities area. Approximately, 100,000 students are enrolled in Minnesota's private trade schools. According to Charles Shubat, supervisor of private trade schools for the State Department of Education, enrollment in these schools is primarily non-metropolitan. The exceptions are the major schools of business. Dunwoody Industrial Institute, the most respected of all private vocational-technical schools, has a fulltime enrollment of about 1,500, with approximately one-third from the metropolitan area.

(c) Particular shortage in Minneapolis--Although the Minneapolis Area Vocational-Technical School has a total enrollment of some 1,800 students, about two-thirds of them are high school students, leaving only slightly more than about 600 enrolled in the post-high school program. Of these 600, about 45 per cent are from outside the metropolitan area, 20 per cent from suburbs and St. Paul, and only 35 per cent from the city of Minneapolis. In contrast to this, the St. Paul Area Vocational School has a total enrollment of about 1,200, virtually all of which is post-high school. Only about 60 students are from outside the metropolitan area and about two-thirds of the total are from St. Paul. The rest are from suburbs.

(d) Growth in number of eligible students--The number of 18 and 19-year olds in the Twin Cities area, which is the age group from which the junior college and area vocational school enrollment is drawn, is expected to double between 1965 and 1985, a period of 20 years, increasing from 49,578 in 1965 to 97,556 in 1985. Further, more than half of this increase is anticipated to occur in the decade between 1965 and 1975. Consequently, the shortage in facilities for vocational-technical education in the Twin Cities area today will be greatly magnified in coming years if new facilities are not provided to keep pace with the growth.

It should be acknowledged that leaders in vocational-technical education recognize the need for expanding post-high school vocational-technical opportunities. They have stressed that this expansion should take place by local school boards providing for the addition of more types of vocational-technical courses in the vocational-technical schools so that programs can be available for students of all abilities.

Figures from a number of high school graduating classes in the Twin Cities metropolitan area indicate that in general only a small percentage of graduates enroll in some type of post-high school vocational or technical institution but that a substantial percentage of graduates enter the job market immediately, without further training. This is particularly true in schools of moderate and low income areas where the percentage of graduates going to college is lower.

The figures in the table on the following page were obtained from guidance counselors at the various high schools. In some cases they represent the actual experience of a high school graduating class, and in other cases, they represent what the graduates intended to do. Guidance counselors said that generally the percentages in actual experience are fairly close to the percentages based on what graduates intended to do.

WHERE HIGH SCHOOL GRADUATES GO
SELECTED METROPOLITAN AREA HIGH SCHOOLS

School	Graduating Class	% in Trade or Technical Schools	% in College, including Junior College	% Direct Employment
Minneapolis				
Central	1966	9%	35%	34%[a]
Henry	1966	10%	32%	
North	1966	6%	35%	42%
Roosevelt	1966	10%	50%	
South	1966	8%	26%	43%
Vocational	1966	8%	8%	
Washburn	1967	7%	76%	10%
St. Paul				
Monroe	1966	26%	20%	
Murray	1967	27%	63%	
Washington	1966	15%	36%	34%
Mechanic Arts	1967	20%		
Humboldt	1965	10%[b]	23%	47%
Suburbs				
Anoka	1966	12%[c]	51%	23%
Burnsville	1966	8%	48%	34%
Edina	1966	2%	84%	9%
Bloom. Kennedy	1966	20%	44%	21%
Bloom. Lincoln	1966	11%	67%	12%
Fridley	1966	21%[d]	50%	25%
Hopkins	1966	6%	68%	14%
No. St. Paul	1967	12%	50%	29%
Roseville	1967	12%	63%	18%
So. St. Paul	1966	20%	40%	35%
St. Louis Park	1966	11%	70%	13%
Wayzata	1967	5%	62%	22%

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[a] The percentages for each high school do not total 100%. Not included are the number of housewives, number in military service, number of unemployed and other categories with only a small percentage of the graduating class.

[b] This was prior to the opening in 1966 of the new St. Paul Area Technical-Vocational Institute.

[c] This percentage is estimated to increase to at least 20% in the fall of 1967 with the opening of the new Anoka Vocational-Technical School.

[d] This is a rough estimate made by a Fridley guidance counselor. The total percentage of Fridley graduates enrolled in some type of post-high school training was 71%. The counselor estimated that 21% would be in trade or technical schools.

(e) Growth in demand for trained personnel--A recent report by the Minnesota Department of Employment Security revealed that through 1975 at least the greatest growth in demand for workers will be in those occupations requiring the most extensive education and training, while those requiring little or no training or education will grow less rapidly or even decline in numbers. The report also indicated that the overall rate of growth is substantially faster in the metropolitan area than in the entire state. For example, the total number of persons employed in the Twin Cities area is expected to increase 40 per cent between 1960 and 1975, compared to an 11 per cent increase during the same period for the rest of the state.

(f) Voluntary establishment of vocational-technical schools--The present voluntary method of establishing area schools in the Twin Cities area is inadequate for the future. Establishment of vocational-technical schools is solely up to the discretion of individual school boards who may petition the State Board of Education for such schools. But school boards have no mandate under state law to establish them. The provision of a sufficient supply of vocational-technical programs in the Twin Cities metropolitan area is far too important to be left to the voluntary actions of local school boards.

(g) Role of local school districts in post-high school education--Local school districts in Minnesota function primarily to provide education for students from kindergarten through 12th grade. In some states a community college has been the logical outgrowth of a local school district. Minnesota, however, has moved to the state level for such training. As long as local school districts are primarily for K-12, they cannot be expected to provide positive policy direction to post-high school education. Expansion of the post-high school program in Minneapolis, for example, has been held back because of the dominance of the high school vocational program.

(h) Lack of strong policy direction by school boards--Ostensibly, school boards are the policy-making bodies for vocational-technical schools. However, as far as we could determine, policy direction is provided mainly by the professional educators under the State Board of Education through the professional educators in the local school systems. Furthermore, certain regulations of the State Board of Education have the effect of denying any extensive policy direction by local school boards. For example, all vocational-technical courses which are offered by an area vocational school must be first approved by the State. Also, the vast majority of the operating expenses for vocational-technical schools are provided by state and federal sources. The local contribution as a rule is minimal.

(i) Vocational-technical school law not suitable in metropolitan area--The law which authorized vocational-technical schools in Minnesota was especially designed for rural Minnesota at a time when almost all of the vocational education in the state was provided in the metropolitan area. School districts in smaller towns throughout the state, strongly supported by their local chambers of commerce, have petitioned for and obtained area vocational schools because they have been regarded as major assets attracting business and industry. The law is especially beneficial when the boundaries of a school district include the entire community. The law is not suitable, however, when there are several school districts covering the community, as is the case with the Twin Cities area. Here there are approximately 40 school districts. According to terms of the vocational-techni-

cal school law, a local school district which petitions for such a school must finance construction cost of the physical plant. (Newly-passed federal legislation may enable substantial portions of the construction cost to be assumed by the federal government.) Once a vocational-technical school is built, a school district is required to accept students from other school districts, not only its own. In fact, a school district has a built-in incentive to attract non-resident students because the school district receives substantially more aid for non-residents than for residents. The consequences in the metropolitan area have been, therefore, that local school districts have waited for each other to provide the school, knowing that the school district which provides the structure must assume the cost, but has to share the benefit.

Suburban school districts in Hennepin County obtained permission from the 1967 Legislature to authorize establishment of a Joint Suburban School Board to operate a vocational-technical school. This will have the effect of enabling a number of school districts to jointly build a school to serve them all. The amount of state aid for operational expense will be less than if only one school district participated, because there will be fewer non-residents. Also, it is not clear how extensive the post-high school vocational-technical program would be. At least two school superintendents who supported this legislation are talking about a substantial high school vocational-technical program. Therefore, its potential impact on helping to meet the need for additional post-high school education facilities cannot be determined yet.

RECOMMENDATIONS

1. Unification of junior colleges and post-high school vocational-technical schools

We recommend that the State Legislature unify junior colleges and post-high school vocational-technical schools into new comprehensive institutions for post-high school non-baccalaureate education. At a minimum, unification should be accomplished in the seven-county Twin Cities area and at other locations in the state where junior colleges and vocational-technical schools are near each other.

Unified, comprehensive institutions would offer the following programs: (a) general education for all students, whatever their abilities and interests, (b) organized occupational programs -- including those now offered by vocational-technical schools -- for students who seek employment immediately after leaving school, (c) college transfer courses in the pre-professional fields and the arts and sciences -- including those now offered by junior colleges, and (d) adult education. No student would be denied admission because of lack of college aptitude or academic standing. The institutions would have course offerings broad enough so that every student could find a program to meet his needs. The comprehensive institutions also would offer programs for high school drop-outs and Manpower Development and Training programs similar to those now offered in the vocational-technical schools.

2. Name for the unified institutions

We recommend that under no circumstances should the term "junior college" be applied to the unified institutions. Junior colleges traditionally have been regarded as strongly emphasizing a liberal arts curriculum, primarily for college transfer purposes. The unified institutions will have much broader programs. The term "vocational-technical school" also would be inappropriate. We recommend the use of a new identifying term, such as "community college," a common term in many states, which will adequately define the broad programs of the institutions.

3. Procedure for accomplishing unification

We recommend the following procedure for accomplishing unification:

(a) Minnesota's public junior colleges, now under the supervision and control of the State Junior College Board, should be re-identified as comprehensive institutions for post-high school non-baccalaureate education. New or additional programs such as now offered in public junior colleges should be offered in the comprehensive institutions. Minnesota no longer would have public junior colleges as such.

(b) The State Junior College Board should be superseded by a new state board responsible for the unified institutions.

(c) Additional post-high school vocational-technical schools as such should not be established. Programs which would have been offered in such additional schools should be offered by the comprehensive institutions.

(d) Post-high school programs in existing vocational-technical schools in the Twin Cities area should, upon mutual agreements between the affected local School Board and the new state board, be taken over by the state. Or agreements should be worked out to allow joint use of facilities, interchange of students and other close coordination, without full takeover.

SCOPE OF THE REPORT

This report deals with an evaluation of the adequacy of public post-high school education of less duration than a four-year, or baccalaureate degree, level in the Twin Cities metropolitan area. Two types of institutions are involved in this evaluation, junior colleges and vocational-technical schools.

The report is concerned mainly with making improvements in the Twin Cities metropolitan area. Nevertheless, the basic principles outlined here are applicable statewide.

We did not include four-year state colleges, the University of Minnesota, or private institutions in our evaluation, although they play major roles in post-high school education for youth of the Twin Cities area. We determined after an initial review of the various types of institutions providing post-high school education that it would be almost impossible for us to undertake any type of in-depth review of all the institutions.

COMMITTEE MEMBERSHIP

The Post-High School Education Committee of the Citizens League had 43 members. The Committee was headed by John W. Windhorst, Minneapolis lawyer and member of the Citizens League Board of Directors. Other members were Dr. Oscar Anderson, Allan S. Birndorf, Arthur Buffington, John Burger, Harold Burke, Michael M. Davies, Richard W. Faunce, Harold D. Field, Jr., William I. Fine, Mrs. Ralph Forester, David Graven, Neil C. Gustafson, Arthur M. Hartwell, Al Hassinger, A. J. Helland, Mrs. William Hempel, John S. Hibbs, Robert Jacobson, Glen W. Johnson, William V. Lahr, Mrs. Richard Lamberton, Richard S. Larson, Mrs. Morton J. Levy, Alan MacLean, Mrs. M. D. McVay, Lawrence P. Moon, Mrs. Joseph S. Nathanson, George W. Nelson, Melvin Orenstein, Mrs. Richard Parish, Lawrence Perlman, DelRoy C. Peterson, John Pulver, Samuel L. Scheiner, Mrs. Martin Segal, W. F. Shaw, Michael P. Sullivan, Eugenia R. Taylor, Dr. D. Burnham Terrell, Ralph S. Towler, A. L. Vaughan, and W. W. Kemmerer. The committee was assisted by Paul Gilje, Citizens League Research Director.

COMMITTEE ACTIVITY

The full committee met 18 times from late 1965 until June 1967. The first series of meetings were devoted to a review of the various segments of post-high school education in Minnesota. During this time the following persons met with the committee: Earl Ringo, assistant director, bureau of institutional research, University of Minnesota; S. K. Wick, state director, Vocational Education; Dr. Philip C. Helland, executive director, State Junior College Board; Dr. Bevington Reed, chancellor, State College Board; Dr. Elmer Learn, assistant to the president, University of Minnesota, and Dr. Oscar Anderson, president of Augsburg College.

The committee then decided to concentrate its efforts in the field of post-high school vocational-technical training and its relationship to junior college development in the Twin Cities area. The following persons offered testimony on this problem: Dr. Paul Cartwright, assistant dean, University of Minnesota Institute of Technology; John Butler, director, Dunwoody Industrial Institute; Loren Benson, head of the counseling department, Hopkins High School, and former president, American School Counselors Association; Duane Mattheis, State Commissioner of Education; Raymond Nord, director of Vocational Education, Minneapolis Public Schools; Harold Ostrem, director of Vocational and Adult Education, St. Paul Public Schools; Ray

Schmidt, personnel director, residential division, Honeywell, Inc.; Robert Brown, then State Commissioner of Employment Security; Dr. John J. Neumaier, president, Moorhead State College, Reuben Schaefer, chief administrator of the post-high school program at Minneapolis Area Vocational-Technical School; Dr. Erling O. Johnson, superintendent, Anoka-Hennepin School District No. 11; Robert Van Tries, assistant director, Vocational Education, State Department of Education; Nathaniel Ober, assistant superintendent, Minneapolis Public Schools, and Stuart W. Rider, Jr., chairman, Minneapolis School Board. Vocational-technical and junior college leaders were especially cooperative with the committee at all stages of its work, and without their cooperation this report would not have been possible.

Following the testimony a subcommittee was formed to prepare a report for consideration by the full committee. Members of the subcommittee were John W. Windhorst, chairman; John Hibbs, Michael Sullivan, Lawrence Perlman, R. W. Faunce, Michael Davies, and Mrs. Ralph Forester. The subcommittee met five times.

BACKGROUND

I. Vocational-Technical Schools in Minnesota

A. Location and Enrollments

Two public vocational-technical schools are in operation in the metropolitan area, in Minneapolis and St. Paul.

The Minneapolis Area Vocational-Technical School is located in downtown Minneapolis, 1101 Third Avenue South. During the 1966-67 school year, enrollment was approximately 1,800, of which slightly more than 600 were post-high school students. The Minneapolis vocational-technical school is different from the other 23 such schools in Minnesota because of its substantial high school enrollment - almost two thirds of the total.

Among the other schools only a very small percentage of the enrollment is made up of high school students (generally students who attend their regular high schools for part of the day and take special vocational courses at the vocational-technical school for the rest of the day.) In fact, about 92 per cent of the total high school enrollment in vocational-technical schools in Minnesota were in the Minneapolis school during 1966-67.

The high school students at the Minneapolis Area Vocational-Technical School are enrolled full time in Minneapolis Vocational High School, which draws students from throughout the city. Vocational education leaders in the Minneapolis school system indicate that it is their plan to eventually make the Vocational-Technical school a fully post-high school institution by gradually moving the high school programs into the various comprehensive high schools in the city. As more and more programs are moved to the comprehensive high schools, the high school enrollment at the Vocational-Technical school is expected to decrease, thereby making room for more post-high school students. The Vocational-Technical school has a capacity for about 1,800 students. During 1963, about 503 were enrolled in post-high school programs; in 1964, 522 post-high school students; 1965, 591 students and 1966, 665 students.

As far as we could determine no official timetable has been developed for moving high school programs out of the Vocational-Technical School to make room for post-high school students. However, vocational leaders in the Minneapolis school system said they are trying to move at a rate of about 100 students per year. Also,

no policy decision has been made by the Minneapolis School Board that the Vocational High School will be phased out in the long run with all high school students transferred to comprehensive high schools. A key part of this plan, school officials acknowledge, is the construction of adequate facilities at the comprehensive high schools to handle the high school vocational programs. A major vocational wing is being planned at the soon-to-be-built new South High School. It is also expected that a new North High School will have a major vocational wing. Many high school vocational educators today believe that it is best to keep students enrolled in their regular comprehensive high schools and take vocational courses either in their own high schools or other nearby schools. It is undesirable, they believe, to single out students for enrollment in special vocational high schools full time.

An interesting aspect of the 1966-67 post-high school enrollment of 665 at Minneapolis Vocational-Technical School is that only 234, about 35 per cent, were residents of Minneapolis. About 20 per cent were residents of suburbs and St. Paul, and about 45 per cent were residents of outside the metropolitan area.

The St. Paul Area Technical-Vocational Institute, which is under the jurisdiction of the St. Paul School Board, is located in a new $8-million building at 235 Marshall Avenue, St. Paul, near the Capitol Approach area. The new building was opened in the fall of 1966 and resulted in a substantial increase in enrollment at the Institute. (St. Paul does not use the term "Area Vocational-Technical School", but the institution serves the same role.) Enrollment for the 1966-67 school year totaled about 1,200, approximately double the enrollment the previous year when the Institute was scattered in a number of older buildings. The new building has a potential of enrolling up to 2,000 regular day students.

The St. Paul school is almost exclusively post-high school, with only about a dozen high school students. St. Paul does not have a Vocational High School as Minneapolis does. Its high school vocational programs are conducted in the regular high schools.

In contrast with Minneapolis, a majority of the post-high school enrollment in the St. Paul school are residents of the city. Approximately 775 of the 1,200 students are residents. Most of the non-residents are from suburbs. Only about 60 of the non-residents are from outstate Minnesota and only about a dozen are from Minneapolis. The availability of the larger St. Paul school would appear to account, at least in part, for the fact that a greater percentage of St. Paul high school graduates enroll in post-high school vocational training than do Minneapolis graduates.

The third public Vocational-Technical school in the seven-county metropolitan area, and the first to be located in the suburbs, is scheduled to open this fall in a converted industrial building just northwest of the city limits of Anoka on Highway 52. Residents of Anoka-Hennepin School District No. 11 approved a bond issue in December 1966 for $2,245,000 to finance purchase of the building and initial remodeling. An additional $1,245,000 in federal aids for purchase of equipment and other remodeling is expected to be received over a number of years. As far as we could determine, this was the first time any suburban school district in the metropolitan area submitted a bond issue for a Vocational-Technical school. Ultimately an enrollment of 1,800 to 2,000 students is expected. The enrollment will be much smaller this fall because all remodeling of the building will not have been completed. The school will not serve high school students. Courses will be available to high school graduates and persons who are at least 18 years old and have been out of school for at least one year.

A number of other suburban school districts over the years have investigated the possibility of establishing Vocational-Technical schools but have decided against

the move. Generally these school districts have had to cope with rapidly increasing enrollments in elementary and secondary schools and, consequently, have placed the possible establishment of Vocational-Technical schools in a subordinate position.

A bill was passed by the 1967 Legislature to enable suburban Hennepin school districts to jointly establish Vocational-Technical schools by mutual agreement. Several suburban school districts have expressed interest in a joint venture.

Most of the success in the establishment of Vocational-Technical schools has occurred in outstate Minnesota. During 1966-67, 22 of the 24 vocational-technical schools in the state were outside the metropolitan area. They were in the following communities: Alexandria, Austin, Brainerd, Canby, Duluth, Eveleth, Grand Rapids, Wadena, Willmar, Winona, Bemidji, Detroit Lakes, Faribault, Moorhead and Pine City. Next fall a new school will open in Pipestone. The school at Grand Rapids will close down and its courses will be offered by Itasca Junior College.

Outstate vocational-technical schools, like the St. Paul school, are predominantly institutions for post-high school students. Most of their enrollments are concentrated in outstate Minnesota. Very few students from the Twin Cities metropolitan area attend the outstate institutions. A Citizens League survey of 1965-66 enrollments in the outstate schools revealed that only about 81 students, or 1.7 per cent, were from the Twin Cities area.

B. Admissions Policies

State law requires that vocational-technical schools be open to residents throughout the state, not only from the local school district, "providing the area school has the room and facility to receive the non-resident student.

Applicants are not admitted to a vocation-technical school per se. They are admitted to certain course offerings, such as electronics technology or commercial art. A person who is denied admission to a course offering is, in effect, denied admission to the entire school.

The State Board of Education, which supervises all local school districts in Minnesota, has established regulations regarding who is to be accepted to the vocational-technical schools. These regulations state that persons must be "qualified for vocational courses and available for fulltime training for employment." Admissions officials in each school determine whether a student should be admitted based on their judgement following interviews and tests.

Large numbers of applicants to the Minneapolis Area Vocational-Technical School are rejected. Between November 1, 1965, and September 1, 1966, the percentage admitted to the post-high school program in the various courses was only 42 per cent. Following is a table showing the course-by-course number of applicants and the corresponding number of persons admitted:

Vocational Program	Number of Applicants	Number Admitted
Architectural Drafting	37	16
Aviation Mechanics	120	40
Auto Mechanics	71	19
Barbering	70	16
Cabinet Making	31	11
Commercial Art	82	20
Cosmetology	91	17
Data Processing	57	22
Electricity	33	16
Electronics	43	23
Hospital Station Secretaries	72	44
Commercial Foods	41	20
Junior Accounting	27	22
Machine Drafting	44	30
Machine Shop	40	16
Metal Arts	6	6
Needle Arts	17	8
Office Skills	118	43
Offset Printing	40	19
Wood Pattern Making	18	12
Radio and TV Repair	6	6
Sales Training	13	9
Sheet Metal	12	9
Shoe Repair	13	11
Tailoring	14	9
Upholstering	14	12
Welding	24	10
Total	1,154	482 (42 per cent)
Practical Nursing	200-500	90

The category of practical nursing was not included in the overall total because of the uncertainty as to the exact number of applicants. It is sufficient to say that the demand is so great that the overall percentage of 42 per cent, if affected, probably would be lower.

Admissions officials at the Minneapolis Area Vocational-Technical School point out that they would admit more students if space were available. Further, they say, enrollments in certain courses are regulated by others. For example, the State Board of Barber Examiners allows only 16 students to be trained in barbering at one time at this school. They said they do not conduct followup studies on applicants who are denied admission, but they believe that many of them apply to several institutions.

With more room available, the St. Paul admissions record this year was more liberal. All students who applied were accepted for enrollment in 19 of the St. Paul Area School's 30 programs. As of early December 1966, approximately 123 applicants were on waiting lists ready and willing to start school as of that date.

An offshoot of the strict admissions policy at the Minneapolis Area Vocational-Technical School has been that generally only the most highly qualified persons for a course are selected, with the result that job placement has been exceptionally good.

Following is the placement record for graduates of the post-high school program at Minneapolis Area Vocational-Technical School for 1964-65:

Trade	Number of Graduates	Number Available for Placement*	Number Placed in Trade	Percentage Placed in Trade
Architectural Drafting	3	3	3	100%
Auto Mechanics	16	12	12	100%
Aviation Mechanics	10	10	10	100%
Barbering	15	15	15	100%
Cabinet Making	8	8	7	88%
Commercial Art	14	10	10	100%
Cosmetology	14	14	14	100%
Data Processing	18	16	16	100%
Electricity	20	17	13	76%
Electronics Technician	11	11	11	100%
Hotel and Restaurant Cooking	8	7	6	86%
Machine Drafting	14	13	13	100%
Machinist	6	5	5	100%
Metal Arts	1	1	0	---
Needle Arts	3	2	2	100%
Office Skills	10	8	8	100%
Offset Printing	12	10	10	100%
Pattern Making	1	1	1	100%
Practical Nursing	49	49	49	100%
Radio-TV Repair	10	7	7	100%
Sales Training	4	4	4	100%
Sheet Metal	1	1	1	100%
Shoe Repair	1	1	1	100%
Tailoring	4	4	3	75%
Upholstering	6	6	5	83%
Welding	12	12	10	83%
Total	271	247	236	96%

* Graduates--less number in armed forces and peace corps.

C. Financing Vocational-Technical Schools

The State Board of Education, using funds from both state and federal sources, provides the vast majority of funds for operations of vocational-technical schools. This support is so extensive that the use of local tax funds is very slight.

Selected cost figures for the 1965-66 school year, prepared by the State Department of Education, revealed the following percentages of local tax funds required to support the vocational-technical school: Willmar, 3.1%; Wadena, 4.0%; Staples, 5.0%; Hibbing, 8.1%; Grand Rapids, 10.2%; Alexandria, 10.6%; Eveleth, 11.9%; Jackson, 13.2%; Duluth, 19.9%; Brainerd, 29.0%. Complete data were not available for other schools in operation that year, Austin, Mankato, Minneapolis, St. Cloud, St. Paul, Thief River Falls and Winona.

Several different sources of aid are provided for a vocational-technical school. First, for resident students under 21 it receives the normal per-student foundation aid which is the same amount as is given to that school district for its high school students. (In Minneapolis this was $147 per student for 1965-66.) Second, for non-resident students under 21 the school district receives reimbursement for the full cost of educating the non-residents, including debt retirement for buildings. (In Minneapolis this was $568 per student for 1965-66.) Thus, it can be seen that a school district will receive much more in state aid for non-resident students (approximately four times as much in Minneapolis). The state does not provide any per-student aid for students 21 years old and over. The school district will charge tuition for these students. In Minneapolis the figure is the same as the total per-student cost, $568.

School districts also receive from the state 50-75 per cent of vocational instructors' salaries.

Recently a report was prepared to show the expenditures and receipts for only the post-high school vocational-technical program in Minneapolis during the period from July 1, 1965, through June 30, 1966. The report revealed the limited extent to which local tax dollars are supporting the Minneapolis Area Vocational-Technical School. The report, prepared by Raymond V. Nord, director of vocational education for the Minneapolis public schools, is as follows:

Expenditures

Instructors' Salaries Chargeable to Post High School	$196,721.30
Supplies for post high school students @ $6.50 per month	39,780.00
Counseling-coordinators	23,829.11
Janitors	18,188.33
Clerks	7,146.41
Utilities--1/3 day cost	26,523.35
Total	$312,188.50

Receipts

From State Department of Education, 50 per cent of most instructors' salaries	$ 74,109.52
From State Department of Education, 75 per cent of health occupations instructors	36,376.68
From State Department of Education, 50 per cent of counseling-coordinators' salaries	11,914.55
From State Department of Education, Differential Aid for non-resident students under 21 years of age; 245 students in average daily attendance @ $567.95	139,147.75
From State Department of Education, Foundation Aid for resident students under 21 years of age; 187.49 students in average daily attendance @ $147	27,561.03
From students over 21 years of age, resident and non-resident, tuition	22,953.40
Supplies for Post High School	3,608.67
Total	$315,671.60
Net Receipts over Expenditures	$ 3,483.10

According to Mr. Nord, certain general maintenance costs which are common to all buildings are not listed. Donald R. Wahlund, director of financial affairs for the Minneapolis Public Schools, said these other costs would be "in kind" costs, for example, the time which the principal at Vocational High School spends on the Area School He said such "in kind" costs probably would be in excess of $10,000. "In kind" costs are those which are attributable to the Area School operation, but which would still continue with the Area School not operating.

The above figures clearly point out the impact of the non-resident student aid on the total revenue picture for the vocational-technical school. It would appear that if Minneapolis had fewer resident students and more non-residents the city would make a "profit" on its vocational-technical school. The reason for this potential lies in the method by which the Minneapolis school system determines the total cost per student. That figure is the average total cost of educating a high school student in Minneapolis, not just for the vocational-technical school.

II. Junior Colleges in Minnesota

Until fall of 1965, there were no public junior colleges in the seven-county Twin Cities area. Junior colleges in Minnesota originally were operated by local school districts, but only outstate school districts had established them. In 1963 the State Legislature created the Minnesota Junior College Board with the power to establish a system of 15 junior colleges in the state, with three in the metropolitan area. The 1965 State Legislature changed the law to provide for 17 junior colleges, with five in the metropolitan area. The 1967 Legislature added Minneapolis as a junior college site, making six for the metropolitan area.

The State Junior College Board has assumed control of all the junior colleges which formerly were operated by local school districts. In addition, it opened two junior colleges in the metropolitan area in the fall of 1965, added a third in the fall of 1966 and will open a fourth in the fall of 1967 and a fifth and sixth in the fall of 1968. The six metropolitan junior college sites are in Coon Rapids, Brooklyn Park, Minneapolis, White Bear Lake, Inver Grove Heights and Blooming. The Junior College Board is making plans for a total enrollment in the Twin Cities area of approximately 18,000 by 1975.

The 1967 Legislature charged the Minnesota Highs Education Coordinating Commission with developing recommendations for the 1969 Legislature on minimum and maximum enrollment of junior colleges and the number and location of junior colleges needed in Minnesota through the year 2000.

Junior colleges have open admissions policies, admitting all applicants who are high school graduates. Tuition, which according to state law may be no less than that charged at state colleges, is $5 per credit hour for residents of Minnesota and $8 per hour for non-residents. Total tuition for three quarters (9 months) with 15 hours each quarter, would be $225 for residents. The balance of junior college operating expenses is financed by a general state appropriation.

Curriculum at the junior colleges must include undergraduate academic programs, training in semi-professional and technical fields and adult education, according to state law which established the state junior college system.

DISCUSSION OF RECOMMENDATIONS

Introduction

Three major forces are at play which will contribute to a mushrooming demand for post-high school education of less than a four-year, college-degree level in the Twin Cities area in coming years.

First, job requirements are changing so much that a far greater percentage of the labor force will require post-high school education than before. A report by the Minnesota Department of Employment Security in October 1966 noted that during the next decade occupations requiring the most extensive education and training will grow fast, while those requiring little or no education and training will grow less rapidly or even decline in numbers.

Second, the Twin Cities area will experience a major increase in population -- at a rate much faster than the rest of the state. In 1965, approximately 95,015 people in the seven-county metropolitan area were between the ages of 18 and 21, the age group for which the vast majority of post-high school education will be geared. By the turn of the century, a short span of 35 years, the figure is estimated to reach 288,694, or about triple that of 1965.

Third, the Twin Cities metropolitan area has some "catching up" to do even to meet today's demand. St. Paul, the second largest city in the state, has not been designated as a permanent location for a junior college. Only one vocational-technical school has been approved for the rapidly-growing suburban areas. A recent report by a committee headed by Dr. Frank Verbrugge, dean of the University of Minnesota Institute of Technology, pointed out the serious lack of educational institutions to provide two- or three-year college programs in engineering technology.

Over the years the primary emphasis on post-high school education has been on institutions providing four-year, college-graduate education. Undoubtedly, this level of education will have to be substantially expanded in coming years to serve adequately the Twin Cities area, as well as the rest of the state. However, a critical need exists for the State Legislature to give adequate recognition to the importance of post-high school education of less than a four-year, college-graduate level. The Legislature has made some very important strides in this direction in recent years through the establishment of the State Junior College Board and the designation of six junior colleges in the Twin Cities area. The Legislature now needs to move further in this direction by establishing true comprehensive institutions providing the wide range of educational services of less than a college-degree level.

Vocational-Technical Education

The Legislature cannot leave the important field of post-high school vocational-technical training to the voluntary actions of local public school districts in the Twin Cities area, whose primary outlook is kindergarten-12th grade education. Post-high school vocational-technical training represents a field where substantial expansion needs to be made.

Since 1945, when the State Legislature approved a bill allowing local school districts in Minnesota to establish vocational-technical schools, an extensive 24-school network has been established, 22 of which are outside the Twin Cities metropolitan area. The demand among outstate communities for vocational-technical schools has been much greater than the State Board of Education has been willing to allow.

The State Board has rejected petitions from Albert Lea, New Ulm, Hutchinson and East Grand Forks, for example, because these communities are located too near other communities which already have vocational-technical schools.

In contrast with outstate Minnesota, there has been very little activity in the Twin Cities area. Many school districts in the Twin Cities area have indicated some interest, but only Minneapolis, St. Paul and Anoka have proceeded to petition and be granted a vocational-technical school. The Anoka school will open this fall.

A group of school districts in suburban Hennepin County obtained permission from the 1967 Legislature to join in the construction and operation of a vocational-technical school. Backers of this school have stressed that in addition to post-high school students, the school will serve large numbers of high school students who will attend their regular high schools for part of the day and then take their high school vocational training at the vocational-technical school for the rest of the day. This approach may be the best way to assure a broad vocational-technical program at the high school level. However, in our report we have stressed the importance of post-high school vocational-technical training. It is not clear the extent to which the post-high school program will be emphasized. Experience has indicated in Minneapolis that the post-high school program receives inadequate attention when it is mixed with the high school program.

Why the lack of activity in post-high school vocational-technical education in the Twin Cities area, with its rapidly-increasing population and job demand?

We conclude that the vocational-technical school law is ideally suited for an outstate community, where the boundaries of a school district cover the entire community. In such cases the entire resources of the community and school district can be mobilized to establish a vocational-technical school. Outstate communities have been aware of outstanding economic advantages from vocational-technical schools. A vocational-technical school will draw students from a wide geographic area. It will stimulate business and industrial development in a community.

There are some 35 school districts in the Twin Cities area. If a metropolitan area school district chooses to establish a vocational-technical school, it will do so with the knowledge that its taxpayers will be forced to pay the initial cost of construction of the vocational-technical school, but the school will be open to citizens throughout the metropolitan area. The special economic benefits which accrue to the locations of a vocational-technical school in an outstate community would not be present.

In fact, it is to the selfish interest of each school district in the metropolitan area to hope that an adjoining school district will establish a vocational-technical school. The school district which chooses to establish such a school will find strong financial reasons to admit large numbers of students from neighboring school districts because of the favorable amount of state aid available for non-residents. A school district receives reimbursement from the state for all costs of educating non-residents in a vocational-technical school, but only receives the standard foundation aid for resident students. In the case of Minneapolis the non-resident aid is almost four times the resident aid. Ironically, a school district which establishes a vocational-technical school might find that it would be best, from the standpoint of minimizing local costs, to discriminate against local residents in admitting students, perhaps suggesting that their own students attend a vocational-technical school in another district.

Another possible reason for the lack of vocational-technical schools in the Twin Cities area is that many of the suburban school districts are faced with major demands to provide facilities for rapidly-increasing enrollments in kindergarten through 12th grade -- which is their primary responsibility under the law. The provision of a vocational-technical school for post-high school students, with its corresponding impact on the bonding limit of the school district, cannot be expected to be a major factor in the thinking of local school boards. State law does not give local school districts any mandate to establish vocational-technical schools. It is optional.

In summary, then, the problems of vocational-technical schools in the Twin Cities area are that they can be established only under provisions of a law designed primarily for outstate Minnesota and only as an optional extension of the responsibilities of local school districts. Vocational-technical education is far too important to be relegated to such a position. The solution is to place the responsibility in a body with adequate power to plan for the needs of the entire area and carry them out.

Relationship between Vocational-Technical and Junior College Education

In many parts of the nation today "community colleges" are developing, which offer on one campus and in the same institution the training now provided separately in Minneaota by junior colleges and vocational-technical schools.

Community colleges are designed to provide the traditional two-year college transfer program generally associated with junior colleges. Second, they provide vocational-technical training to prepare persons for jobs immediately upon graduation. Third, they provide means for adults to continue their academic education, vocational training, or attain entirely new skills as old occupations cease to exist and new technologies supplant them.

The seven-county Twin Cities area, now in the beginning stages of a junior college system and facing also substantial demand for vocational-technical facilities, should not have two types of institutions offering courses which could be centered in comprehensive community colleges.

It makes little sense to build junior college campuses in Anoka, Coon Rapids, White Bear Lake, Inver Grove Heights, Bloomington, Minneapolis and, hopefully, St. Paul, and then have vocational-technical schools located only a few blocks or miles away from the junior colleges competing for essentially the same group of students.

Separate development of the junior college and vocational-technical systems denies students of either institution the opportunity to take courses in the other. It perpetuates a "class system" of education. It hinders orderly planning for post-high school education, because of the difficulty in precisely defining the respective roles of the two types of institutions. It also constitutes a wasteful expenditure of public funds because of unnecessary duplication of such services as libraries, cafeterias and so forth.

Many leaders in vocational-technical education are very skeptical of the advantages of merger or even close coordination of junior colleges and vocational schools. Generally, they fear that the interests of vocational education will be subordinated to general education in a comprehensive institution. In testimony before our committee, Robert Van Tries, assistant director of Vocational Education for the State Department of Education, cited an example "of what happens in an institution controlled and operated by academic administrators." Over the past 10 years the

the State Department of Education has provided about $1.5 million for services provided by the University of Minnesota. The funds are provided primarily for building a good staff of teacher trainers and in this respect, he says, the funds have been used successfully. But, he points out, the facilities which the University has provided for vocational teacher training programs "are not only substandard but were they to be in any other location than the University, the State Fire Marshal would have the buildings padlocked and refused permission for their use." Van Tries also claims that in other states the vocational program in any junior college administered by the academically-inclined collegiate administrator is generally found on the back end of a lot in a corrugated steel shack.

We do not quarrel with the assertion that many academically-inclined educators tend to subordinate vocational education to liberal arts college education. By the same token there are vocational leaders who are scornful of liberal arts education and would subordinate it to vocational education. We would envision that a unified institution would be headed by an administrator deeply concerned about both vocational and liberal arts education who would treat both with equal importance. We have suggested that vocational leaders be given a formal voice in the selection of the board to manage the institutions by submitting a list of possible appointees from which the governor would be required to appoint a specific number.

Another argument advanced for separate institutions is that a student wishing to enroll in a vocational-technical program might not want to do so if it were offered in a "college," because he would prefer to stay out of the academic curriculum and concentrate exclusively on his vocational-technical courses. We do not envision, though, that students would be forced to take academic courses in addition to specific vocational offerings in a unified institution. The important thing to remember is that students would have the opportunity to mix their courses if they wished to do so. That opportunity is denied them today. We concur with advocates of the community college concept who point out the importance of not only educating a student for the specific job he will have upon graduation but to prepare him for the future in which he may be forced to change jobs many times.

Alternatives

There are a number of alternatives for correcting some or all of the problems of post-high school education of less than a four-year degree in the Twin Cities area. Following are three major alternatives we considered:

1. Assign the State Department of Education the full responsibility of providing Vocational-Technical schools in the Twin Cities metropolitan area.

Under this alternative the State Department of Education, which now exercises supervision and control over vocational-technical schools established by local school districts, would itself establish and operate vocational-technical schools.

The advantage of this alternative is that a means would be available to vest responsibility to plan and provide for an adequate system of vocational-technical schools in the Twin Cities area. The establishment of new schools no longer would depend upon the voluntary action of local school districts.

The chief disadvantage of this alternative is that it would not solve the problem of coordinating the vocational-technical and academic courses in one institution. Another disadvantage is that the State Department of Education has no tradition

of "operating" educational institutions.

Some vocational-technical educators also contend this alternative would be a disadvantage in that new Vocational-Technical schools would not be as likely to be established as quickly as they are now because the State Department of Education would have to compete with other agencies of the state before the Legislature for building funds. Currently, Vocational-Technical schools can be established by local school districts without involvement by the State Department. However, it can also be argued that Vocational-Technical schools have been built at a much slower pace in the Twin Cities area than have junior colleges, which are under the State Legislature

2. Establish a metropolitan-wide community college district, empowered to provide comprehensive institutions offering both vocational-technical and college-transfer education.

This would be a new governmental entity, separate from the State Department of Education and the State Junior College Board.

Its main advantages are (a) responsibility would be clearly vested in a governmental body to provide the needed post-high school facilities in the Twin Cities area (b) coordination of vocational-technical and college-transfer education would be possible and (c) overall planning for the future post-high school needs of the entire Twin Cities area could be undertaken and implemented.

This approach also would be similar to what is taking place in many other parts of the nation. Generally, community colleges in other states are managed at the local, not the state, level.

The main disadvantage of this approach is that Minnesota with the establishment of the Junior College Board, has moved in the direction of state-controlled post-high school educational institutions. The Legislature already has authorized six junior colleges in the Twin Cities area. It would be most difficult to reverse this trend now. Also, if the trend were reversed, it undoubtedly would have to involve the entire state, not just the Twin Cities area.

3. Establish a new agency of state government, superseding the State Junior College Board, and assuming responsibility for the post-high school vocational-technical programs now controlled by the State Department of Education.

Under this alternative, which is the one we recommend, the State Junior College Board would be renamed and reconstituted to reflect its broader role. All junior colleges would be redefined as comprehensive community colleges. It would not be necessary for the new agency of state government also to take over every Vocational-Technical school in Minnesota. Local school districts could have the option of retaining control or turning them over to the state. Any new institutions established would be comprehensive "community colleges" offering both vocational-technical and junior college training.

Advantages of this alternative are (a) responsibility for the needed expansion of vocational-technical programs in the Twin Cities area would be placed in an agency with power to carrry out its responsibility (b) the potential for coordination of vocational-technical and academic courses would be maximized (c) adequate measures can be taken to protect both the interests of the vocational-technical and the academic

educators. To merge vocational-technical training into the Junior College Board without formally changing its name and composition would not give adequate protection to the interests of vocational-technical educators. Conversely, it would not be advisable to add academic courses to vocational-technical school curriculums. The best approach is to start with an entirely new board, which can be appointed so as to be adequately representative of the various interests.

The main disadvantage which has been advanced to us is the risk that either vocational-technical or academic courses will be subordinated to the other in the unified institution. We are confident, though, that adequate safequards can be taken to maximize the interests of all affected and make the institutions true "community colleges."